

Historical Overview of Utah's Property Tax

1896

- The original constitution of the State of Utah provided for taxation of all tangible property not exempt under its provisions.

1928

- The State Board of Equalization & Assessment recommended reclassification of all taxable real estate every five years.

1931

- The Utah State Tax Commission was created. (Utah Constitution, Article XIII).

1932

- A systematic appraisal of real estate was begun, starting with Rich County.

1944

- The statewide reappraisal begun in 1932 was declared complete after twelve years.

1947

- The definition of assessed value was lowered from 100 percent of "full cash value" to 40 percent.

1953

- Legislation was passed requiring a complete valuation of all taxable property on a continuous county-by-county rotation basis. However, no specific funds were allocated for this purpose. (Section 54-5-46.1, U.C.A.)

1955

- The State Tax Commission property tax manual was adopted as the official standard for appraisal of all buildings and improvements to real property.

1961

- Assessed value was reduced from 40 percent of "full cash value" to 30 percent.

1966

- The Utah Legislative Council appointed an advisory committee to study the property tax assessment program.

1967

- The Legislative Council Committee's report was not acted on due to a lack of time to study it.

1969

- The Legislative Council Study Committee submitted a report on taxation to the 1969 Legislature. Recommendations of the report were generally followed.
- A Statement Revaluation Program was enacted by the Legislature. (Sections 59-5-106 to 111, U.C.A.)

- The Farmland Assessment Act of 1969 was enacted to provide assessment of agricultural parcels on income or productive capacity rather than market value. (Sections 59-5-86 to 105, U.C.A.)
- 106 percent Limitation was enacted to mitigate the tax impact of reappraisal. Assessment rate was set at 25 percent.

1970

- The Revaluation Program began in Summit County.

1975

- Computer Assisted Appraisal System (CAAS) was first used in Utah County.

1978

- The initial revaluation cycle, commenced in 1970, is completed.
- The Utah Legislature passed the 1978 "rollback" law which set values for tax purposes at 1978 base year.

1979

- The Legislature repealed the statewide reappraisal program.

1981

- The Legislature enacted the 20 percent adjustment for transaction costs and other intangibles. (Section 59-2-304)
- An annual assessment sales ratio program was created to replace the reappraisal program. The law requires annual assessment/sales ratio studies with equalization factoring orders every other year.

1982

- The voters passed constitution amendments exempting livestock from property taxation and allowing a residential exemption of up to 45 percent of value.
- A 25 percent primary residential exemption was voted by the Legislature.

1983

- The 1982 Legislature had enacted legislation repealing the 20 percent adjustment for intangibles in the event that the residential exemption passed in the general election. Effective 1/1/83, the 20 percent reduction for intangibles was repealed.

1984

- The Utah Supreme Court decided the Rio Algom case declaring the 1978 rollback law unconstitutional while upholding the 20 percent allowance for intangibles.
- The Utah Legislature met in special session to consider the court's ruling. The Legislature enacted a 40 percent factor to bring values current and reenacted the 20 percent adjustment for intangibles to mitigate the impact of the court's decision. The composite impact was a 12 percent factor of locally assessed real property.

1985

- An assessing and collecting law was enacted allowing counties to set a separate tax rate to cover the costs of administering the property tax system. Counties could choose between setting the levy or continuing to bill direct costs to the various taxing entities (5 counties chose to set a levy in lieu of billing).

1986

- Truth in Taxation legislation was enacted as a trade off to the 106 percent revenue limitation. The laws increased assessment from 20 percent to 100 percent of fair cash value, reduced tax rates by a factor of five, and provided for public disclosure and hearing procedures in the event taxing entities proposed to increase property tax revenues above those provided by real growth on the tax base; i.e., new construction.
- Constitutional exemption of hospitals defeated.
- A statewide levy for the cost of assessing and collecting property taxes was passed and replaced the option to tax or bill for the costs.
- Constitutional exemption of farm machinery and equipment passed.

1987

- The 106 percent revenue limitation was repealed effective 1/1/87.
- The statewide levy for property tax administration was implemented (several lawsuits ensued).

1988

- The tax recodification committee enacted a number of housekeeping measures to simplify and clarify property tax laws. Included defining fair market value to include the 20 percent reduction for intangibles.

1989

- Assessors required to be certified within one year after election (no enforcement provisions).
- Escaped property redefined to include valuation errors resulting from incorrect taxpayer information.
- Counties may assess mining claims when not devoted to mining.
- Property taxes to be prorated on property acquired by governmental agencies after the lien date.
- Circuit breaker relief increased and income eligibility expanded and indexed.

1990

- Created the Tax Review Commission to replace the Tax Recodification Commission.
- Clarified central assessment of geothermal and airline properties.
- Required taxpayers to submit an estimate of value with any appeal.
- Allowed taxing entities to impose a judgment levy to cover claims arising from payments under protest. Levy exempt from general fund.
- Land acquired by a governmental agency under eminent domain, threat of eminent domain or by donation is exempt from the rollback tax. The acquiring agency must pay an in lieu fee in an amount equal to the rollback tax.
- Required mailing of "Valuation and Tax Change Disclosure Notice" to all taxpayers regardless of tax increase.

- Passed a statewide appraiser registration and certification law. All persons appraising property for ad valorem tax purposes are required to be registered.

1991

- In *AMAX Magnesium v. the Utah State Tax Commission*, the Utah Supreme Court found that AMAX was entitled to the same assessment treatment as locally assessed property because the appraisal methodology employed to value AMAX was identical when assessed by the county and the state. The Legislature then acted to remove any potential discrimination in the assessment laws by passing House Bill 397. The key points of House Bill 397 are as follows:
 1. Residential exemption is increased from 25 percent to 29.75 percent.
 2. The 20 percent intangibles deduction is eliminated. Assessing authorities may grant up to a 5 percent deduction for intangible value.
 3. All property required to be registered with the State of Utah will be subject to a fee in lieu of ad valorem property tax. The fee is 1.7 percent of fair market value as determined by the Tax Commission.

1992

- Residential exemption decreased from 29.75 percent to 29.5 percent.
- Major Truth in Taxation Legislation. The computation of tax rates was changed providing for the use of:
 1. A 5 year collection rate.
 2. Actual taxes collected instead of taxes levied.
 3. The 1/4 page ad was changed to include additional information.
- The FAA Law was amended:
 1. The \$1,000 gross income requirement was replaced with productivity criteria.
 2. Certain subdivided land was excluded from qualifying for FAA.
- Lien of unpaid taxes and fees attaches to the personal property.
- Assessors required to become state registered appraiser within 18 months of election.
- Uniform tax on aerial applicators set at 1/2 percent.
- No more tax rates based on vehicle situs; 1.7% uniform fee for vehicles.

1993

- Cyclical Appraisal Legislation Section 59-2-303.1
 1. Required review of property characteristics once every five years.
 2. Required annual update of values based on a systematic review of market data.
 3. Required a five-year cyclical appraisal plan, which is to be updated annually.
 4. Empowers the commission to order corrective action when the following assessment performance standards are not met.

1994

- The 5 percent adjustment for intangibles is sunset. Increased the primary residential exemption from 29.5% to 32%.

1995

- Increased the primary residential exemption from 32% to 45%.
- Required taxing entities (counties, cities, schools and special districts) to place any proposed increase in property taxes to a vote of the people for 1995 and 1996. This includes newly incorporated entities.
- Allowed taxing entities to exceed their statutory maximum tax rate limits in order to maintain the same amount of property taxes as were collected in the previous year.
- Required an adjustment in the certified tax rate to eliminate any windfall in Uniform Fee revenue from motor vehicle assessments resulting from lowering the Uniform School Fund tax rate.
- Prevented any reduction in tax increment funds for redevelopment agencies that might result from a reduction in the Uniform School Fund tax rate.

1996

- Created a blue ribbon task force to study the elimination or reduced reliance on property tax.
- Reduced property tax funding for the basic school levy by \$30,000.
- Provided certified rate calculation procedures for newly incorporated cities.

1997

- Allowed counties to impose an additional sales tax of 1/4 percent beginning in 1998; requires the certified tax rate for the county to be decreased on a one-time basis to offset the estimated sales tax revenue.
- Allowed certain municipalities to impose an additional resort communities sales tax; required them to decrease their certified tax rate on a one-time basis by the amount necessary to offset the first 12 months of estimated revenue.
- Reduced the uniform fee-in-lieu from 1.7 percent to 1.5 percent, effective January 1, 1998; required certified rates to be adjusted upward to offset any taxing entity revenue losses.
- Required the Tax Commission to deliver a judgment on centrally assessed appeals within two years, or the case automatically goes to district court with a new trial.
- Required tax rates be set on undisputed values; required counties to escrow taxes collected on the disputed portion of centrally assessed values.
- Truth-in-taxation changes:
 1. Eliminated the election requirement for a property tax increase.
 2. Exempted the judgment levy from truth in taxation for tax years beginning January 1, 1997 (counties impose a judgment levy to pay for large refunds that result from property tax appeals decisions).
 3. Revised the "Truth in Taxation" advertisement to show the effect of a tax increase on an average home and on an average business.
 4. Authorized the Tax Commission to adjust a taxing entity's certified rate without a "Truth in Taxation" hearing if a mistake was made on the previous year's assessment roll.

- Codified the collection and distribution provisions for state assessed commercial vehicles.

1998

- Reinstated the requirement that taxing entities must obtain voter approval before imposing a tax rate that exceeds the certified tax rate. Lawmakers made several exemptions from this requirement:
 1. school districts, except in the case of a voted leeway election; and
 2. municipalities and/or counties and special service districts if voters already had previously approved a taxation increase.
- Required taxing entities, before imposing a tax rate that exceeds the certified tax rate to advertise and hold "Truth in Taxation" hearings on the fourth Tuesday in June, on or after 6 p.m.
- Exempted taxing entities with less than \$15,000 in ad valorem tax revenues from the advertisement requirements of "Truth in Taxation".

1999

- Required additional information be included on the Truth in Taxation's "Notice of Proposed Tax Increase" advertisement to indicate:
 1. the percentage of increase as well as the increase in dollar amount per year and per month on an average residence, and,
 2. the dollar amount of increase per year on a business having the same value as the average value of a residence in the taxing entity.
- Required judgment levies to be subject to "Truth-in-Taxation" and prohibited a taxing entity from imposing a judgment levy if the amount of the judgment is lesser than the smaller of \$1,000 or 1% of the total ad valorem property taxes collected by the taxing entity in the previous fiscal year.
- Motor Vehicles which weight 12,000 lbs or less are assessed under an age-based fee. This applies to all passenger cars and light trucks

2000

- Modified the tangible personal property tax inventory exemption as it applies to manufactured and mobile homes. The exemption does not apply to a manufactured and mobile home sited at a location where occupancy could take place.
- Allowed the Tax Commission to grant a waiver of the acreage requirement for green belt if the property fails to meet the acreage requirement solely as a result of an eminent domain proceeding. The governmental entity acquiring the property by eminent domain must make a one-time in lieu fee payment to the appropriate county assessor.
- Granted county treasurers the option of providing notice of delinquent property taxes by sending a notice in the mail.
- Repealed requirement that a judgment must be unpaid to qualify for imposition of a judgment levy.

2001

- Placed limitations on appraisal authority for state-licensed appraisers and state-certified appraisers who perform appraisals for purposes other than establishing fair market value for the assessment roll.
- Extended the time from 24 to 36 months for county assessors and uncertified or unlicensed appraiser trainees to become state-licensed or state-certified appraisers.
- Allowed county to extend filing deadlines for property tax exemptions, relief, deferrals, and abatements to December 31 if good cause exists.
- Provided guidance for when a person may claim a property tax exemption, relief, deferral, or abatement on property for which the claimant is the grantor of a trust holding title to that property.
- Extended the time for filing appeal to the county board of equalization to the later of 45 days after the notice of valuation is sent or September 15 of the current year.
- Repealed, reenacted and rewrote statutory provisions relating to redevelopment agencies.

2002

- Changed delinquent tax notification requirements allowing notice by mail to delinquent taxpayers and making available a list of delinquent taxpayers by electronic means.
- Modified FAA Act by clarifying when land qualifies under or is withdrawn from FAA, changing provisions relating to the rollback tax, addressing FAA land located in more than one country, changing filing date to May 1 and modifying provisions related to conservation easements.
- Increased the amount of a taxing entity's share of a judgment or order that is required to impose a judgment levy to \$5,000 or 2.5% of the total property taxes collected by the taxing entity in the previous year.
- Annual statement required for property approved for a religious, charitable, educational exemption to continue qualifying for the exemption- filed with BOE.

2003

- Major modifications to the Farmland Assessment Act. Defined "identical legal ownership", "other eligible acreage" and "platted with surface improvements in place." Clarified provisions relating to the imposition and collection of the rollback tax. Addressed application requirements and the creation and termination of a lien.
- County assessor directed to include as part of the assessment any effects a low-income housing covenant has on the fair market value of real property.
- Modified the calculation of the certified tax rate by using ad valorem property tax revenues budgeted (rather than collected).
- Provided that for financing purposes only, a manufactured/mobile homeowner that leases the underlying land may have that home considered as an improvement to real property.
- Changed the calculation of the interest rate on deferred and delinquent property taxes to utilize the targeted federal funds rate.

2004

- Defined "household" and limited the residential exemption to one primary residence per household.

- Amended provisions of the Open and Public Meeting Chapter and the Revenue and Taxation Title relating to confidentiality of property tax information.
- Modified the calculation establishing taxing entity property tax levies to include board of equalization adjustments made to centrally assessed property in addition to personal and real locally-assessed property.
- Major modifications to the veteran's exemption by expanding the definition of a "claimant", extending for a year the deadline for filing / amending an application and providing an application receipt.
- Provided for the real or personal property assessment classification of manufactured/mobile homes.

2005

- Reduced the uniform statewide fee on motor homes to 1.25%; after January 1, 2006, the fee is reduced to 1%.
- Imposed uniform statewide fees on ATV's, campers, non-commercial trailers, tent and travel trailers, motorcycles, snowmobiles, personal watercraft, and boats under 31' in length; fees are imposed based on age, except for boats, where fee is imposed based on length and age of the boat.
- Standardized procedures for notifying identified entities, through the Lt Governor's Office, when various governmental boundaries are created, modified or dissolved.
- Tax Review Commission to study desirability and feasibility of land value property tax system.
- USTC to prepare written explanation of the property tax confidentiality provisions, have employees sign and retain for six years.
- Increased limitation on disabled veteran exemption from \$82,500 to \$200,000; the exemption amount is indexed for following years. Limited eligible property to primary residence and/or tangible personal property. Also, granted 100% property tax exemption for veterans killed in action or who died in the line of duty.
- Required proportional property tax for entities allowed religious, charitable, or educational exemption.

2006

- Constitutional Amendment to provide a property tax exemption for personal property that would generate an inconsequential amount of revenue.
- "Goodwill" defined as "intangible property" and exempt from property tax. It is the "ability of a business to generate income that exceeds a normal rate of return on assets and must result from superior management skill, reputation, customer relationships, patronage or some similar factor.
- Many vehicles previously subject to a uniform fee become assessed based upon a fee based upon age and other characteristics. This applies to such vehicles as boats and other watercraft, street motorcycles, travel trailers, small motor vehicles, etc.

2007

- Taxpayer's personal property is exempted from property tax if the total aggregate fair market value of that personal property is \$3,500 or less.
- Semiconductor-manufacturing equipment (personal property class 15), assessed by a county assessor, eliminated from the calculation of the certified revenue levy and the certified tax rate.

2008

- Statute requirements for Salt Lake County to have a computer assisted mass Appraisal (CAMA) system by January 2009 and for Weber, Davis, Utah and Washington Counties to have one by 2011 to annually update property values, sales and property characteristics information.
- A new class of personal property was created for expensed personal property for certain short life property with an acquisition cost less than \$1,000.

2009

- Aircraft become subject to a uniform fee and are assessed by the Motor Vehicle Division where a database of all locally assessed aircraft is maintained. Aircraft are assessed a uniform fee that is .4% of the average wholesale Bluebook value as well as provisions for aircraft such as experimental and antique aircraft that don't have a Bluebook value.
- Effective January 1, assessors of first, second, and third class counties must be state licensed or state certified appraisers prior to taking office.
- Aircraft used by an air charter service that are owned by a person other than the air charter service is removed from Tax Commission assessment.
- Several changed to "Truth-in-Taxation" (TNT).

2010

- Effective January 1, the certified tax rate for each entity is adjusted downward when counties collect delinquent property taxes. A taxing entity's ad valorem property tax revenue budgeted for the prior year must be decreased by the average annual amount of revenue collected from redemptions during the prior five-year period for purposes of calculating the taxing entity's certified tax rate.
- Effective January 1, legal notices need to be published on a website that is the collective effort of all of Utah's newspapers. All truth in taxation notices are to be published on the Utah Public Notice Website (pmn.utah.gov), in addition to the website established by the collective effort of all of Utah's newspapers (Utahlegals.com)

2011

- Effective January 1, the interest rate charged on delinquent personal property taxes is the same as the interest charged on delinquent real property taxes.
- Effective May 10, when a new school district is created, property within both the new school district as well as the remaining district shall be valued every year and a uniform rate is to be imposed that generates the amount of revenue required each year to meet any outstanding bonded debt obligations of the divided school district.

2012

- Personal property legislation changed "expensed personal property" and "short life expensed personal property" to "non-capitalized personal property" which would include all personal property with an acquisition cost of \$1,000 or less.
- A resolution passed that if voted for by the public in the 2012 election, a member of the US Armed Forces or reserve component who performed qualifying service for at least 200 consecutive days outside the state that began in the prior year, an exemption of the property taxes on their primary residence would be granted. The election in November passed this resolution making the exemption effective January 1, 2013.

2013

- Property Tax Division is to develop a hearing officer training course to include training in property valuation and administrative law. Beginning 1/1/14 all county BOE hearing officers are required to attend this training.
- 45% primary residential exemption is to be applied to household furnishings, furniture and equipment owned by the owner of a dwelling unit that is used exclusively as the primary residence of a tenant.
- Increased the personal property exemption from \$4,000 (2013) to \$10,000 in 2014.

2014

- Legislation provided for uniform military discharge language for the purpose of qualifying for Armed Forces member benefits. It includes those with a general discharge as well as an honorary discharge.

2015

- The definition of livestock was expanded to include fish.
- Legislation established \$252,126 as the adjusted taxable value limit for veterans with a disability.
- A provision is made in Utah Code that allows the Utah State Tax Commission to consult with counties during the centrally-assessed valuation process and the county may become a party to a to an appeal.

2016

- New growth for the certified tax rate process was modified. Eligible new growth became restricted to locally assessed real property, state assessed real and personal property subject to a benchmark value, and project area incremental value. Redemptions was also eliminated from the certified tax rate equation. A change in residential (primary/secondary) would no longer be considered new growth.
- Counties are allowed to provide taxpayers with an electronic means of receiving the "Notice of Property Valuation and Tax Changes."
- Provisions for filling the vacancy of a county assessor by the governing body created by the failure of the assessor to become a state-licensed or state certified-appraiser.

2017

- Locally assessed new growth is amended to exclude a change in assessed value due to changes in whether a property qualifies as property under the Farmland Assessment Act or Urban Farming Assessment Act. The change in value of the property should be considered reappraisal for the purposes of setting tax rates.
- Requires an appointed local district board of trustee member to report to the entity's legislative body in a public meeting of a property tax levy that exceeds the certified property tax rate.
- Changed the method for determining the fair market value of centrally assessed aircraft requiring a "fleet adjustment reducing the aircraft value

2018

- Eligible new growth is amended to include an adjustment by the 5 year collection rate.
- Appeal deadline for centrally assessed property is changed to the later of August 1 or 90 days and for the counties from 30 days to 60 days.
- A line of succession for county offices was created for when an interim replacement needs to be made.

- Allows an exemption from real property tax, if the property is leased exclusively to a political subdivision of the state under a triple net lease
- Required Boards of Equalization to list significant value adjustments as a separate agenda item for a public hearing. This applies to properties adjusted by either 20% or \$1 million

2019

- An “automatic review” was implemented for a property that increased by 15% above the median property value increase. HB11 also changed the burden of proof for “qualified real property”. These properties had their values successfully lowered in the prior year.
- Title 59-2 of the Utah Code was restructured separating exemptions from deferrals among other technical changes.
- The base tangible personal property exemption for total aggregate value per county was increased from \$10,000 to \$15,000.
- Truth in Taxation had some dates revised/ Cities and Towns have until Sept. 1 to hold a TNT meeting and pass a resolution rather than August 17.
- “Educational Purposes” for the property tax exemption was further defined under the Utah Code to be equivalent to the term as used in Section 501(C)(3) of the Internal Revenue Code.

2020

- Incremental Value for purposes of the certified tax rate was included for application in the Inland Port Authority as well as for Military Installation Development Authority (MIDA).
- Definition of “Educational Purposes” was clarified to include an organization that normally maintains a regular faculty and curriculum.
- Modified “residential property” to include certain property under construction or is unoccupied. This conformed the statute to existing practice and rule.
- Repeal of the State Tax Commission’s authority to defer taxes levied against property assessed by the State Tax Commission and allows a county legislative body to adjust or defer taxes of entities assessed by the State Tax Commission where in the judgment of the county legislative body, the best human interests and the interests of the state and county are served.
- The term “CAMA” was replaced with “statewide property tax system” and the multicounty assessing and collecting levy was set at .000012 for the years 2020 through 2025.

2021

- County classifications changed as the population minimum for classification as a county of the first class changed from 700,000 to 1,000,000; the population bracket for classification as a county of the second class changed from 125,000 or more but less than 700,000 to 175,000 or more but less than 1,000,000; increased the population bracket for classification as a county of the third class from 31,000 or more but less than 175,000 to 40,000 or more but less than 175,000.
- A bill was enacted that clarified that a record submitted by a taxpayer to establish eligibility for property tax exemption, deferral, abatement or relief is a private record for purposes of the Government Record Access and Management Act

- The personal property tax exemption was increased from \$15,300 to \$25,000 and modified the calculation of the certified tax rate by excluding the difference in property tax revenue resulting from the business personal property tax exemption increase; repealed the exemption for taxable tangible personal property items, except for an item of non-capitalized personal property that has an acquisition cost of \$1,000 and has reached 15% good or less.
- Counties became authorized, upon a taxpayer's showing reasonable cause, to waive or reduce a penalty imposed for failure to submit the signed statement required under §59-2-306; and, retrospective to January 1, 2021, removed the November 30th application deadline for part-year residential property exemption.
- The definition of "household income" was amended to exclude Social Security Disability Income payments, income from household members who are under 18, and income from a parent or grandparent by blood, marriage or adoption of the claimant or the claimant's spouse; prohibits an Individual, who did not own the residence for an entire calendar year from receiving the homeowner's credit or the 20% reduction in fair market value; and modifies the annual CPI adjustment for the income brackets and credit amounts for the homeowner and renter's credits to be based on CPI-Housing instead of CPI-All.

2022

- Legislature clarified the calculation of gross rent for purposes of the renter's credit to account for situations where the cost of electricity, natural gas or both is included in the contracted rent amount but the exact cost of the electricity or natural gas is not known or itemized. If the contracted rent amount includes either electricity or natural gas but not both, 7% is deducted from the contracted rent amount to determine gross rent. If the contracted rent amount includes both electricity and natural gas, 13% is deducted from the contracted rent amount to determine gross rent.
- A provision exempted a taxpayer from the requirement to file a business tangible personal property statement in subsequent years if the taxpayer: filed a signed tangible personal property statement in a prior year; qualified for a tangible personal property tax exemption in the prior year in which the signed statement was filed; and continues to qualify for a tangible personal property tax exemption in each consecutive subsequent year.
- Retrospective to January 1, 2022, a provision excludes a property owner from the requirement to file the primary residential declaration if: the property is in a class four, five, and six county; and the owner is using a P.O. box or rural route box in the same county. Allows owners of residences whose primary residential exemption status is re-determined for failure to file the declaration, to appeal the redetermination until September 15 or 45 days after the valuation notice is provided. The Multi-County Assessment Levy was also frozen at .000015 through 2024.
- Beginning January 1, 2023, clarifies the formula for calculating an energy supplier's fee in lieu of property tax to include any subsequent sale, resale, or layoff of capacity to an energy supplier whose tangible personal property is not exempt from property tax under the Utah Constitution. Requires an inter-local entity that owns an electric generation and transmission facility to annually report

- on or before March 1 to the tax commission information about sales of electricity to energy suppliers and public agencies.
- The legislature defines the terms "public utility" and "telecommunications service provider" for purposes of property taxation. Prohibits the tax commission from assessing property owned by a telecommunications service provider. Creates a process for the Multicounty Appraisal Trust to value personal property of a telecommunications service provider before forwarding the information to county assessors for assessment. Modifies the definition of "centrally assessed benchmark value" for purposes of property tax new growth by excluding a change in centrally assessed value resulting from a change in the method of apportioning the value prescribed by the Legislature, a court, or the tax commission in an administrative rule or administrative order.